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Supreme Commander for the  
Allied Powers

TB - PH - WEL - 6

DUTIES AND FUNCTIONS OF WELFARE OFFICERS  
MILITARY GOVERNMENT

PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

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Note: This statement, concerning the duties of Welfare Officers, is provided for information purposes. This Bulletin supersedes TB-PH-ADM 2, February 1947, concerning duties of Military Government Welfare Officers.

1. General

Welfare Officers of the Military Government Teams and Regions have responsibilities which are both unique and difficult. Their duties cover the entire field of public and private welfare services. Although many of the welfare activities in Japan are not developed as fully as in other countries of the world, it is usually found that the basic principles of welfare administration are applicable. These principles must be applied with consideration being given to the stage of development and the peculiarities of the situations found in Japan.

2. Objectives

a. The aims of the welfare programs in Military Government in Japan are to be obtained through Japanese agencies, using Japanese personnel and supplies with the aim of causing the Japanese program to be self-sufficient in all respects. Surveillance is exercised by Welfare Officers of Military Government Teams to insure compliance with directives issued by SCAP to the Japanese Government. The Welfare Officer supervises the execution of the directives of the Supreme Commander and gives advice to the local Japanese Government on technical matters in the field of public and private welfare administration. The objectives of the welfare program in Japan include:

- (1) The establishment and maintenance of a program which provides for the welfare of the civil population to the extent necessary to prevent unrest in order that the objectives of the occupation are carried out.
- (2) The establishment and maintenance of a system of administering public assistance (outdoor relief) on the basis of individual need, regardless of the cause of such need, equally and without preferential treatment.
- (3) Improvement of the standard of care provided to inmates of public and private institutions (indoor relief).



b. "A satisfactory public welfare program in Japan will include:  
(Ref: AG 720 (22 Oct 45)PH, GHQ, SCAP, dtd 22 Oct 45, Subj: Public Health and Welfare Procedure in Japan).

- "(1) Adequate organization and integration of all available public and private welfare, social insurance and relief agencies at the national, prefectural and local levels.
- "(2) Proper supervision (without interference with functioning of the agency) of Japanese civilian staffs by Occupational Forces personnel.
- "(3) Application of sound technical and administrative procedures, prevention of discriminatory practices and establishment of adequate financial and case load reporting procedures enforced by direction of the Supreme Commander."

### 3. Directives

a. Many important welfare programs are being carried out as a result of directives issued by SCAP to the Japanese Government. These memoranda or directives are numbered consecutively and have the short title of SCAPIN (SCAP Index Number). SCAP may instruct the Japanese Government by means of a memorandum to a particular ministry, or a program of action may be decided upon by the Japanese after consulting with personnel of SCAP. When a directive (SCAPIN) is issued to the Japanese Government and surveillance is required, appropriate directions are issued to the Commanding General, Eighth Army. These directives (usually called command letters) are the basis of Operational Directives issued by Eighth Army Military Government Section, which specifically set forth what surveillance is required.

b. In the field of public welfare a basic directive is SCAPIN 775 issued on 27 February 1946 which provides in part: "The\*\*\*Japanese Government (will) establish a single National Governmental agency which through prefectural and local government channels will provide adequate food, clothing, shelter, and medical care equally to all indigent persons without discrimination or preferential treatment."

### 4. Technical Bulletins

In addition to directives, SCAP issues technical bulletins which are identified with the symbol (TB-PH-WEL). Translations of these bulletins are provided to the Japanese when the subject matter is deemed appropriate. One of the purposes of the technical bulletins is to establish a common basis of understanding between the Occupation Forces and Japanese personnel.

### 5. Weekly Bulletin

The Public Health and Welfare Section (PHW) of SCAP also issues a weekly bulletin which is mailed directly to Military Government units. The purpose of this publication is to provide Military Government units with information concerning welfare, social security and public health activities in Japan.



## 6. Duties

Duties of Military Government Welfare Officers may be divided into two general classes: (1) specific duties which are directed by higher headquarters and (2) general and technical duties involving the guidance of Japanese engaged in the administration of public and private welfare programs. The following brief statements set forth the duties of welfare officers with specific references indicating specific duties as opposed to general and/or technical duties.

a. Public Assistance: The administration of the Japanese public assistance program, provided by the Daily Life Security Law, is supervised to make certain that welfare services are provided equitably in accordance with need and that no preferential treatment is given to favored groups (Ref: SCAPIN 775, dtd 27 Feb 46). A continuing review of the administration of public assistance is maintained to insure: (1) the right of the individual to apply for assistance and receive a prompt decision as to his eligibility; (2) uniformity of procedure in determining need and amount of assistance; (3) prompt attention to complaints and appeals from adverse decisions; (4) proper substantiation of all expenditures from public funds. Memorandum, GHQ, SCAP, dated 6 Mar 46, Subj: Information of General Application Pertaining to Directive Number (SCAPIN 775) states in part: "The following is a general statement regarding Occupation Force responsibility for surveillance of the directive.

"Inspections made of local relief administration should include a review of record keeping procedures, type of investigations made, kind of personnel employed as relief administrators and welfare investigators, controls established over financial expenditures, methods of distribution of relief supplies and accuracy of statistical information compiled. Suggestions for improvements or changes should be included in reports rendered this headquarters through channels."

b. Institutional Care: Welfare and penal institutions are inspected to determine adequacy of care provided to inmates and necessary action taken to correct inadequacies discovered. Private as well as public institutions are inspected (Ref: OD 3, dtd 6 Jan 47, Hq 8th Army). Action is taken to improve the standard of care of existing institutions and to make certain that no new institutions are built unless the need for such has been established.

c. Child Welfare: In most prefectures special welfare services have been established for children. In many places these services have been established as a result of the interest of Military Government personnel. Responsibilities include the surveillance of juvenile delinquency prevention programs; day nurseries; recreational and club activities and the work of the Juvenile Court. With the passage of the Child Welfare Law, Military Government welfare officers will have additional responsibilities for implementing the law in the prefectures.

d. Financing of Welfare Activities: Surveillance is maintained to insure compliance with existing policy that private welfare services are not subsidized on a lump-sum basis. Insofar as practicable public funds are to be expended by public rather than private agencies. (Ref: Memorandum, SCAP,



dtd 7 Nov 46, Subj: Information of General Application Pertaining to SCAPIN 775).

e. Homeless Persons and Housing: Welfare activities for homeless persons and vagrants are encouraged including services and housing for repatriates. Programs for the provision of needed additional housing are being developed and carried out.

f. Disaster Plans: Prefecture disaster relief plans are kept up-to-date by the Japanese and the Welfare Officer should be familiar with the provisions of the prefecture plan. In case of disaster, action is taken to insure that adequate emergency relief is provided and that prompt reports are submitted to higher headquarters.

g. Foreign Nationals: Surveillance is maintained to insure compliance with directives requiring the Japanese Government to make available a supplementary food ration for purchase by foreign nationals. Action is taken to make certain that special relief programs for needy foreign nationals, such as that of the International Relief Committee, are being administered properly if such programs exist in the prefecture (Ref: OD 83, dtd 3 Oct 46, OD 83/2 dtd 19 Nov 46, Hqs 8th Army, Subj: Ration for United Nations Nationals, Neutral Nationals, and Stateless Persons).

h. Administration: The improvement of the organization of welfare activities is to be carried out in accordance with sound principles of public welfare administration. This includes: proper organization on the prefecture level (in the Kencho) and analysis of the organization of the separate unit of the prefectural government responsible for administering welfare services; the relationship of the prefectural government to local units of government such as cities, towns and villages; sound financial policies and procedures; accurate and prompt reporting of statistics; and good personnel administration. Adequate financing, accurate reporting and trained personnel are essential to public welfare administration.

i. LARA (Licensed Agencies for Relief in Asia): The Welfare Officer should be familiar with the activities of LARA within the prefecture and should report any misuse of these relief supplies furnished by this agency for distribution by the Japanese (Ref: SCAPIN 1169 dtd 30 Aug 46; Public Health and Welfare Technical Bulletin, Sept 47, Subj: Licensed Agencies for Relief in Asia, TB-PH-WEL 3).

j. Japanese Red Cross: Each of the prefectural chapters of the Japanese Red Cross is being reorganized and may from time to time request the aid of the Military Government Welfare Officer. Reorganization of the Society is proceeding with technical advice and guidance of an International Activities, American Red Cross staff attached to Welfare Division, Public Health and Welfare Section, GHQ, SCAP.

k. Former Military Installations: The use of former Japanese Army-Navy installations for welfare purposes will be requested at times. Such applications are encouraged when the need is established for specific services not available from existing community resources.



1. School Programs: The Welfare Officer will encounter several programs which will make it advisable to work jointly with the Education Officer of the Military Government team. These include: (1) the school lunch program and (2) school programs for handicapped children (blind, deaf and delinquent) and (3) the development in higher educational institutions of curricula which will give adequate training to persons who wish to enter the field of social service.

## 7. Training

Responsible Japanese officials are being encouraged to develop in-service training programs which include publications and conferences to provide information to all persons responsible for any phase of administering the welfare program. Such training programs are often carried out by the Japan Social Work Association (Nippon Shakai Jigyo Kyokai) and the Minsei-iin Federation Zen-Nihon (Minsei-iin Renmei) under the sponsorship of the Ministry of Welfare. In some prefectures regularly established Japanese universities and colleges are providing education in the field of social service.

## 8. Community Organization

An important phase of the welfare program in Japan is the encouragement and review of Welfare plans developed by the Japanese both for the present and the future. Attention is given to the coordination of public and private welfare activities in the prefecture, particularly in the establishment of new agencies and programs. Planning is also needed in order that existing programs and agencies will develop their activities to meet the particular needs of the community and not waste their time and effort on work for which there is little need. Long range planning is necessary so that local programs will fit into the programs which are being carried on by national agencies, yet be adapted to the community in which they operate. Such planning includes development of sound policies and procedures; training of personnel; maximum utilization of the abilities of personnel; a sound organizational structure; financial and statistical policies and procedures. The responsibility for planning rests with the Japanese in the community.

## 9. Preparation of Reports

An important function of military government teams is to "observe and report". The reports are of great value in keeping commanders in higher headquarters informed, especially SCAP where policy is set and corrective action taken, when necessary, on a national level.

a. Regular Reports: In order to reduce the work required for reporting all regular recurring reports concerning public and private welfare activities are included in Annex B-2 of the Monthly Military Government Activities Report (Ref: OD 37, Hq 8th Army, dtd 30 April 47).

b. Special Reports: Special reports may be submitted as desired, or may be required by higher headquarters. In any event, such reports should be submitted when a local situation requires action on the national level.



## 10. Office Administration

The Welfare Officer is also responsible for supervision of personnel assigned to the Welfare Section of the Military Government team including Japanese nationals assigned as interpreters, translators and as welfare investigators. In general, it is recommended that the number of Japanese nationals used as welfare investigators be kept to a minimum (ordinarily not more than five). Usually the existing Japanese public welfare organization should be used to do this work.

## 11. Welfare Officers, Region

In addition to processing routine correspondence, reports and directives, the Regional Welfare Officer:

a. Maintains staff supervision of the welfare programs within the region by means of frequent, detailed field inspections and conferences.

b. Assists Welfare Officers of Prefectural Military Government Teams in understanding and carrying out their duties.

c. Reports to higher headquarters problems which effect several prefectures and recommends action to correct difficulties encountered.

## 12. Methods of Work:

The methods used by Military Government Welfare Officers to carry out their duties vary according to the situation and judgment as to the method which would be most effective. The methods used by Military Government Welfare Officers include: conferences, field trips and review of reports.

a. Analysis of Reports: Review and analysis of routine and special reports received by the Welfare Officer from the Japanese Prefectural Government is a valuable method of achieving the objective of the welfare program in Military Government. Reports from local Japanese welfare officials are frequently the basis of routine and special reports which the Welfare Officer prepares for submitting to higher headquarters. Since the translation of Japanese reports may be ambiguous, frequently further study of them is needed before they can be understood. Statistics submitted usually need to be reviewed and checked before they can be used. It is particularly important that the period of time covered by the report be specifically set forth and that items reported be carefully defined. Time will be saved and misunderstandings reduced if an effort is made to secure adequate translations. Reports received may be the basis of subsequent conferences with responsible Japanese officials and are used in field inspections to determine accuracy of facts reported. The receipt and review of reports must frequently precede conferences and field trips in order that these activities be worthwhile.

b. Conferences: It has generally been found effective for the Welfare Officer to have regularly scheduled conferences with the Japanese officials responsible for the welfare program in the prefecture. This conference may be scheduled for the same time every week in a designated place. It has been found advisable for a newly assigned welfare officer to make clear to the



Japanese officials at the outset the extent of the programs in which the Welfare Officer is interested. This will ordinarily include all programs for which the welfare unit of the prefecture is responsible. At times it will be advisable to hold conferences concerning special problems which arise.

c. Field Trips: It is particularly important for all prefectural and regional welfare officers to examine and actually see conditions in the field. Local officials who are responsible for administering welfare programs in local communities should be interviewed in their own place of work. Field inspections are made of local offices administering the Daily Life Security Law in order to determine actual methods of operation. Inspections of institutions will also be necessary since a percentage of the persons receiving welfare services are inmates of institutions. Assistance programs (outdoor relief) in Japan provide aid to over 90% of all persons receiving benefits from welfare programs, while less than 10% are residing in institutions (indoor relief). In making field trips, special consideration should be given to meetings which are held by the Japanese officials concerning special welfare programs. Such meetings are held by the Minsei-iin and other groups in the prefecture. In many cases the interest of the welfare officer in such activities and his attendance at meetings give necessary support to a worthwhile activity which might otherwise not be encouraged by responsible officials.



